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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

PART I. AFRICA

Section 25 - Western Africa

(submitted by the High Commissioner)

GE.95-02768

I.25 WESTERN AFRICA

1. This chapter on UNHCR activities in Western Africa covers Burkina Faso, the Gambia, Guinea Bissau, Mali, Niger, Nigeria and Togo.

1. Beneficiary population

2. At the end of 1994, the total refugee population in the seven countries covered by this chapter was estimated to be 125,000. Since at 31 December 1993, it had been only 55,000, the number of registered refugees had increased by 70,000, principally in Burkina Faso, Niger, the Gambia and Togo. Country statistics break down as follows:

- 49,990 refugees in Burkina Faso, 49,500 of whom are Malian Moors and Tuaregs settled in the north and centre of the country;
- 2,000 Senegalese refugees in the Gambia;
- 23,600 Senegalese refugees in Guinea-Bissau;
- 15,800 refugees, including 15,000 Mauritanians settled at Kayes in Mali;
- 15,070 refugees, including 13,000 Malians, 2,000 Chadians and 70 of various other nationalities in Niger;
- 6,027 refugees in Nigeria, including 4,100 Liberians; 3,657 of the refugees in Nigeria receive assistance from the Programme;
- 12,231 Ghanaian refugees in Togo.

3. The resurgence of refugee movements in the area is principally due to confrontations in northern Mali in 1994 and to sporadic intercommunal violence in the north of Ghana between the Dagomba and the Kakomba, since the beginning of 1994.

4. The mass movements of Malian Moor and Tuareg refugees displaced by fighting in northern Mali were directed towards Burkina Faso and Niger, while those of Ghanaian refugees were directed to Togo.

5. Newly arrived refugees in the host countries are as a rule settled and assisted in rural areas by UNHCR. There are also urban refugees in the large towns, although they are far less numerous than the rural refugees.

2. Developments in 1994 and 1995

6. **Togo**: As a result of the Amnesty Act adopted by the Togolese Parliament, approximately 150,000 refugees previously settled in Benin and Ghana have returned spontaneously. To complete this process, UNHCR and the Togolese authorities began consultations at the beginning of this year. Arrangements for the voluntary repatriation and reintegration programme for

Togolese refugees will be worked out, finalized and implemented on completion of the current consultations. The needs of 8,000 Ghanaian refugees who arrived at the beginning of 1994 were met by an allocation from the 1994 Emergency Fund.

7. **Niger**: National reconciliation culminated with the signing of a peace agreement between the Niger Government and the armed opposition, followed by the adoption of an Amnesty Act by the Niger National Assembly. This new context should facilitate the search for lasting solutions to the problem of the refugees from Niger in the sub-region and in Algeria. Steps toward this end have already been taken by UNHCR.

8. **Burkina Faso**: The approximately 40,000 Tuareg refugees who arrived in their country of asylum, Burkina Faso, during 1994, with their cattle, required emergency assistance. Their needs were met by an allocation from the 1994 Emergency Fund.

9. **Mali**: The situation also seems to be gradually returning to normal in northern Mali. It is estimated that large numbers of Malians displaced inside and outside Mali have already returned to their areas of origin in northern Mali. Yet again, the results of the ongoing dialogue in Mali between the different parties should make it possible to establish durable and favourable conditions for the repatriation of the Malian Tuaregs.

10. **Sierra Leone**: In contrast, the renewed hostilities in Sierra Leone makes the prospect of peace increasingly distant and simultaneously generates refugee flows to a number of neighbouring countries, including the Gambia. The Regional Branch Office, which sent a mission to assess needs in the Gambia at the beginning of 1995, reported an influx of approximately 4,000 Sierra Leonean refugees. Care and maintenance assistance from the project's general funds has been arranged in the Gambia for this group.

11. **Nigeria**: The 48 per cent increase in the number of refugees assisted during 1994, combined with the distortions caused by soaring inflation and the three-month strike which mainly affected oil production, and consequently the Nigerian economy, led to the budget allocation for the care and maintenance programme planned for 1994 being revised upwards. This increase was made possible thanks to supplementary funds from the General Programme.

12. In addition, following the reduction in the number of refugees receiving food assistance from WFP in Nigeria and in accordance with the provisions of the Memorandum between WFP and UNHCR, supplies for the refugees, numbering under 5,000, has become the responsibility of UNHCR since the beginning of this year. This new situation will lead to increased pressure on the volume of resources to be mobilized for the programme in Nigeria.

13. Following the influx of 2,000 Cameroonians into the State of Borno, in north-east Nigeria, UNHCR intervened to provide them with humanitarian assistance at the beginning of 1995. However, the consultations which were launched in 1994 to facilitate the repatriation of 500 Chadian refugees are still under way.

3. 1996 country programmes

(a) Objectives

14. In 1996, UNHCR will pursue the following objectives in Western Africa:

- It will monitor political and social developments in the subregion and, as soon as conditions permit, undertake consultations with the authorities in order to find lasting solutions to the refugee problem. Preparations for the repatriation of the refugees from Togo, Mali and Niger should result in the effective implementation of reintegration programmes in those three countries;

- In conjunction with efforts to find lasting solutions, the various UNHCR offices will set up programmes of assistance in various spheres (health, education and housing) whose components will in principle be the same as in previous years. Steps will be taken to strengthen income-generation activities, in particular through the promotion of micro-projects for urban refugees and refugee women. Depending on their skills, other refugees could be given short-term apprenticeships in the informal sector;

- Census operations will be continued where necessary in order to improve the system of data collection on refugee populations.

15. In the Gambia and Guinea-Bissau, the influx of Sierra Leonean and Senegalese refugees makes it more than necessary to open and prepare sites in 1996, prior to the transfer and settlement of refugees in these arable areas far from the borders. This corresponds to a dual objective:

- Assuring the protection of the refugees by moving them away from the borders;

- Encouraging the refugees to become self-reliant by developing the arable land made available to them.

(b) Proposed budgets for 1996

16. As a whole, the budgets proposed in 1996 for the programmes of refugee assistance in the countries under review in the subregion are higher than in previous years. These increases are attributable to the ever-growing number of beneficiaries, in particular in Burkina Faso, the Gambia and Guinea-Bissau.

17. **Burkina Faso**: The programme requirements for Malian refugees increased considerably in 1995 due to the influx of more than 40,000 refugees towards the end of 1994. In 1996, the main sectors of assistance for the care and maintenance of the Malian Tuaregs will be the following: health, transport, water supply, stockraising and education. The requirements in other sectors, such as shelter, community services, basic necessities and reafforestation will also be covered by budget allocations for the project.

18. **The Gambia**: The allocation planned in 1995 initially to cover the needs of the 2,000 Senegalese refugees will be increased in order to cover those of the

4,000 Sierra Leonean refugees who arrived in the Gambia during the year. The situation will be closely monitored in order to determine whether it will be necessary to increase the planned budget for 1996.

19. **Mali**: The planned budget allocation for all the care and maintenance projects for refugees in Mali covers the needs of 15,000 Mauritanian refugees in Kayes and of 700 urban refugees of various nationalities at Bamako.

20. **Niger**: In 1995 almost 13,000 Malian Tuareg refugees arrived in Niger, in addition to the 2,026 Chadian refugees already settled there since 1991. The needs of this group cannot be suitably covered by the resources initially allocated in 1996 for the Chadian refugees. A mission has been sent to Niger in order to assess the Malian refugees' needs.

21. **Guinea-Bissau**: At the request of the Guinea-Bissau authorities, UNHCR plans to organize the transfer of 23,777 Senegalese refugees to a new site away from the border. This transfer will be the second of its kind since the influx of Senegalese refugees to Guinea-Bissau began. Its implementation, which was not provided for in the 1996 budget, will inevitably have financial implications for the amount of the allocation planned for the programme in Guinea-Bissau in 1996.

22. **Togo**: An allocation has been foreseen for the care and maintenance of 8,400 refugees in Togo, comprising 8,000 Ghanaians and 400 urban refugees from various central and western African nations. At end-1994, there were an estimated 168,000 Togolese refugees, of whom 70,000 in Benin and 98,000 in Ghana. Negotiations are underway between, on the one hand, Togo and UNHCR and the countries of asylum (Benin and Ghana) and UNHCR, on the other, with a view to putting into effect a voluntary repatriation programme for Togolese refugees. Should the voluntary repatriation of the Togolese prove feasible, a request for funds to finance a reintegration project for returnees will be submitted.

(c) **Implementing partners**

23. In the countries covered by this report, arrangements for programme implementation in 1996 will vary according, on the one hand, to the scale and complexity of the planned activities and, on the other, to the responsibilities assigned to the various offices.

24. In Nigeria, where UNHCR has a Branch Office, the care and maintenance programme for the Liberian refugees in Oru camp has for a number of years been carried out by the Nigerian Red Cross (NRC). The UNHCR Branch Office in Lagos intends to renew the partnership agreement with this organization in 1996 for the execution of projects on behalf of several categories of refugees.

25. In Mali, the NGOs which will be responsible for the execution of the repatriation and reintegration project for the Malian returnees are being selected by the Bamako Office. However, the care and maintenance project for the Mauritanian refugees at Kase and the assistance project for the urban refugees in Bamako are being implemented under the responsibility of the Association des Groupements des Eglises Evangeliques et Missions Protestantes au Mali (AGEMPEM) and the Association des Anciens Volontaires des Nations Unies (AAVNU) respectively.

26. In Burkina Faso, two NGOs (the Adventist Development and Relief Agency International (ADRA)) and Delwendé act as operational partners:

- ADRA is responsible for executing all the components of the project (distribution of material assistance, water supply, health and education) in the north (Dori, Djibo, Gorom-Gorom);

- Delwendé, a local NGO, also ensures the execution of the same programme at the site of Saag Yaogo, in the vicinity of the capital.

27. In the other countries covered by the Regional Office for Western Africa (the Gambia, Niger, Togo and Guinea-Bissau) where UNHCR is not yet represented, its administrative operational partner is still the United Nations Development Programme (UNDP) which is linked to UNHCR by a partnership agreement. Action by UNDP is supplemented in the field by that of the partner non-governmental organizations (NGOs) responsible for the practical execution of the projects. This type of cooperation, which has already proved its worth, will be continued in 1996.

28. Thus, in the Gambia, in addition to UNDP, the Gambian Red Cross and the English church (AMDM) will be involved in implementing the care and maintenance project for refugees, most of whom are Sierra-Leonean and Senegalese. In Guinea-Bissau, the Regional Branch Office plans to renew the partnership agreements with the "Dutch Doctors", the Adventist Development and Relief Agency International (ADRA) and the Ministry of Agriculture.

29. In Niger, the Red Cross of Niger, which has been executing UNHCR programmes for a number of years, will again be entrusted with the execution of the assistance project on behalf of Chadian and Malian refugees in 1996.

30. In Togo, the Organisation Catholique pour le Développement intégral (OCDI) and the Togolese Red Cross, which already participate in the execution of the care and maintenance project for the Ghanaian refugees, will be involved in the implementation of the programme planned in 1996.

(d) Programme Delivery and Administrative Support Costs

31. The Gambia, Guinea-Bissau, Burkina Faso, Mali, Niger, Nigeria and Togo are covered by the UNHCR Regional Office in Dakar, Senegal, with an international UNHCR presence in Burkina Faso, Mali, Nigeria and Togo.

32. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, (A/AC.96/845/Part I refers).

(i) 1994 expenditure (all sources of funds)

33. **Burkina Faso**: Due to the influx of 40,000 Tuareg refugees from Mali into Burkina Faso in the course of 1994, a Senior Emergency Administration Officer was deployed to Burkina Faso in November 1994. Expenditure for missions, the opening of an office in Ouagadougou and the procurement of vehicles, generators, equipment and furniture was met through an allocation from the 1994 Emergency Fund.

34. **The Gambia, Guinea-Bissau, Niger**: With the exception of Guinea-Bissau, where a UNHCR Field Officer is attached to the UNDP Office, there are no separate Programme Delivery and Administrative Support costs for these countries, as UNDP is implementing UNHCR's programmes under the operational projects administered by the UNHCR Regional Office in Dakar.

35. **Mali**: The 1994 expenditure was lower than revised estimates due to delays in the filling of Professional and General Service posts. These delays resulted in savings in both staff and non-staff costs such as operating expenses and the purchase of non-expendable property.

36. **Nigeria**: The 1994 expenditure was significantly higher than anticipated. Security conditions required the establishment of a United Nations Field Security Officer post for the United Nations Agencies, to which UNHCR is contributing. In addition, higher costs were incurred due to the devaluation of the naira against the dollar.

37. **Togo**: Preparations for the repatriation of Togolese refugees in neighbouring countries and the influx of refugees from Ghana required the fielding of a mission of an international UNHCR staff member to Togo in the autumn of 1994. This involved staff costs which had not been foreseen in the initial 1994 budget.

(ii) **Revised 1995 requirements (all sources of funds)**

38. **Burkina Faso**: A UNHCR Liaison Office was opened in Ouagadougou on 1 January 1995 and a Field Antenna in Dori on 1 March 1995. A budget for 1995 Programme Delivery and Administrative Support Costs was established to cover staff costs for 4 Professional and 19 General Service posts and for office equipment required for the Liaison Office and the field antenna.

39. **Mali**: The revised Programme Delivery and Administrative Support costs are lower than initially anticipated due to the discontinuation of a post of Field Officer. Furthermore, the budget for the purchase of non-expendable property was significantly lower, as considerable procurement had been effected in 1994.

40. **Nigeria**: The revised Programme Delivery and Administrative Support costs have seen a significant increase over initial estimates. The prices of all commodities and services in Nigeria have increased dramatically, and considerable maintenance work has been necessary on the UNHCR office premises.

41. **Togo**: A budget for 1995 Programme Delivery and Administrative Support costs has been established to cover the need for post creations of a Liaison Officer and seven General Service posts. Funds have also been foreseen for the establishment of an office with all necessary furniture and equipment.

(iii) **Initial 1996 requirements (all sources of funds)**

42. **Burkina Faso**: The initial 1996 budget is proposed at a lower level than in 1995, since less equipment will have to be purchased. The amount foreseen for travel costs is being increased to allow for the monitoring of movements of refugees who are of nomadic background and not settled in specific camps, but rather scattered over a wide area.

43. **Mali**: The initial 1996 requirements in Mali are proposed at a slightly higher level than in 1995 due to the creation of two General Service posts in Field Office Gao and the need to better support that Field Office with office equipment which will be essential in monitoring the repatriation process.

44. **Nigeria**: The initial requirements are proposed at a slightly lower level due to the devaluation of the naira against the dollar in April 1995.

45. **Togo**: The initial 1996 requirements in Togo will be lower than in 1995, since no major expenditure is foreseen for office equipment and other non-expendable property.

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			GENERAL PROGRAMMES (1)		
				EMERGENCY FUND	
843.2	–	–	Burkina Faso		–
658.2	–	–	Togo		–
				CARE AND MAINTENANCE	
567.2	228.5	1,206.0	Burkina Faso		903.0
280.8 a/	261.3	581.4	Gambia		562.1
541.6	–	–	Guinea Bissau		–
223.0	131.6	511.7	Mali		492.4
314.0	762.7	1,378.3	Nigeria		1,174.3
172.6 b/	79.3	295.6	Niger		261.8
73.0	382.3	577.6	Togo		439.1
				VOLUNTARY REPATRIATION	
579.1 c/	–	100.0 g/	Mali		–
71.0 d/	–	50.0 g/	Nigeria		–
87.5	100.0	269.0	West Africa		150.0
				LOCAL SETTLEMENT	
–	534.1	387.2	Guinea Bissau		457.7
52.2 e/	24.5	133.5	Nigeria		133.5
				RESETTLEMENT	
0.9 f/	–	–	Nigeria		–
14.0	14.0	14.0	West Africa		14.0
				PROGRAMME DELIVERY See Overview Tables (Part II)	
545.9	339.9	497.0	Nigeria		479.9
126.8	–	872.3	Burkina Faso		683.2
666.3 d/	–	632.2 g/	Mali		670.5
5.5	–	282.3	Togo		228.3
5,822.8	2,858.2	7,788.1		SUB-TOTAL OPERATIONS	6,649.8
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
115.5	26.7	74.3	Nigeria		68.2
–	–	64.3	Burkina Faso		48.7
–	–	55.8	Mali		62.3
5,938.3	**2,884.9**	**7,982.5**		**TOTAL (1)**	**6,829.0**

UNHCR EXPENDITURE IN OTHER COUNTRIES IN WESTERN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
			SPECIAL PROGRAMMES (2)		
				EDUCATION ACCOUNT	
32.9	24.8	-	Burkina Faso		-
5.1	-	-	Gambia		-
42.3	45.0	-	Mali		-
16.3	25.1	-	Niger		-
50.4	49.1	-	Nigeria		-
4.8	15.5	-	Togo		-
100.0	-	-	Nigeria	LIBERIA REPATRIATION/RETURNEE PROGRAMME	-
				OTHER TRUST FUNDS	
22.5	-	-	Mali		-
24.7	-	-	Nigeria		-
20.7	-	350.0	West Africa	Regional Project	350.0
-	768.4	-	Mali	PROGRAMME DELIVERY See Overview Tables (Part II)	-
87.5	78.0	89.0	Nigeria	ADMINISTRATIVE SUPPORT Junior Professional Officer See Overview Tables (Part II)	7.0
407.2	**1,005.9**	**439.0**		**TOTAL (2)**	**357.0**
6,345.5	**3,890.8**	**8,421.5**		**GRAND TOTAL (1+2)**	**7,186.0**

a/ of which US$ 1,031 incurred against Other Programmes
b/ of which US$ 604 incurred against Other Programmes
c/ of which US$ 500,000 incurred against the General Allocation for Voluntary Repatriation
d/ obligation incurred against the General Allocation for Voluntary Repatriation
e/ of which US$ 460 incurred against Other Programmes
f/ obligation incurred against Other Programmes
g/ allocated from the General Allocation for Voluntary Repatriation